

# 1 STRATEGIC ASSESSMENT

## 1.1 Strategic Assessment Guidelines

An assessment of the amendment against the Strategic Assessment Guidelines is provided below in response to Clause 3 of Ministerial Direction No. 11 under Section 12 (2)(a) of the *Planning and Environment Act 1987*.

The purpose of the Strategic Assessment Guidelines is to provide a consistent framework for the evaluation of a proposed planning scheme amendment and the outcomes it produces. The 'Guidelines' address a number of matters which are outlined below:

### 1.1.1 Why is an amendment required?

All land at 87-103 Manningham Street, Parkville has been declared surplus to government requirements by the Department of Economic Development, Jobs, Transport and Resources (DEDJTR). The Department of Treasury and Finance (DTF) is undertaking a disposal process on its behalf. This site was originally acquired by the State Government for the East West Link road project. As this project is not going to proceed, the land can now be sold.

The site has been nominated for the Inclusionary Housing Pilot; a commitment in the Victorian Government's housing strategy: *Home for Victorians* commits to undertaking an Inclusionary Housing Pilot (IHP) to deliver up to 100 new social housing homes, to be facilitated by the Fast Track Government Land Service (FTGLS).

The site is currently located within the General Residential Zone – Schedule (GRZ1). The subject site is a very large parcel of land, approximately 1.2ha in size, within an inner city suburb of Melbourne that has excellent locational attributes, being proximate to a range of services and facilities, recreation opportunities and public transport infrastructure.

The existing zone applying to the site does not accurately reflect the subject site's physical and policy context and is too restrictive in terms of both the mandatory building height (of three storeys / 11 metres) and in terms of the mandatory garden area requirement (35 per cent of the total site area) having regard to the physical size of the site (at greater than 1ha in area), its proximity to various services and existing built form context (including both the Travancore development on the west side of the Tullamarine Freeway and the 6-8 storey Evo Apartment development immediately to the north of the site). This zone is not an appropriate zone that would facilitate the redevelopment of such a strategically significant development site.

The amendment is required to rezone the land from the General Residential Zone to the Residential Growth Zone - Schedule 1 (RGZ1), to amend the Schedule to Clause 61.01 to make the Minister for Planning the responsible authority for the subject site, and introduce a Development Plan Overlay – Schedule 12 (DPO12) to direct future land use and development and facilitate the redevelopment of the land for medium- high density residential purposes; that has appropriate regard to shadow impacts and close range views from Royal Park and towards the site from the Tullamarine Freeway; and which will promote a built form outcome that is responsive to the specific site conditions and site context, including the lower scale residential development to the south and Royal Park to the east.

An indicative framework plan comprising a built form envelopes study and some preliminary massing diagrams and view lines has been prepared by DKO Architecture which sets out potential built form outcomes across the site and has informed the proposed DPO12. This framework plan study has been informed by planning advice prepared by Tract Consultants, an arboricultural assessment undertaken by Tree Logic, by a traffic impact report prepared by Ratio Consultants, and by more detailed design work undertaken by DKO Architecture in terms of form and layout of potential future development.

The proposal to rezone the land to the RGZ1 in conjunction with the application of the proposed DPO12 and the amendment of the Schedule to Clause 61.01 represents an appropriate suite of planning controls for the site that will deliver a site responsive outcome that will not have any unreasonable impacts on surrounding residential land uses to the north and south or on Royal Park to the east of the site and will facilitate timely delivery of much needed affordable housing to the community.

The amendment will have a net community benefit as it is underpinned by numerous State and local planning policy provisions and represents an opportunity to provide for well-considered urban consolidation that will reduce pressure areas not otherwise ready for increased density. It also provides an opportunity to increase the density and type of housing stock in an inner-city location in proximity to various services, facilities, recreation and public transport options. As such, the amendment will also support greater housing diversity and offer better access to services and employment opportunities.

#### 1.1.2 How does the Amendment implement the objectives of planning in Victoria and address any environmental, social and economic effects?

The amendment implements the objectives of planning in Victoria, contained in Section 4 of the *Planning and Environment Act 1987*, in the following ways:

- Objective A: the amendment provides for the fair, orderly, economic and sustainable use and development of land as it facilitates a land use which is consistent with surrounding land use patterns and which creates an economic opportunity for underutilised urban land that has been declared surplus to government requirements. The proposed Development Plan Overlay - Schedule 12 will allow future use and development that is consistent with the strategic and physical context of the site.
- Objective B: the amendment facilitates an efficient use of inner-urban land, thereby reducing pressure on fringe development and its associated resource consumption.
- Objective C: the amendment will secure and provide a pleasant, amenable, and safe living environment.
- Objective D: the amendment does not compromise any places of known scientific, aesthetic, architectural, or historical interest, or otherwise of special cultural value.
- Objective F: the amendment will enable appropriate development of the site for residential purposes in accordance with State and local planning policy.
- Objective G: the amendment seeks to balance the present and future interests of all Victorians by facilitating capital investment and housing in the Inner Metro Subregion identified in *Plan Melbourne 2017-2050: Metropolitan Planning Strategy* and by enabling future use and development of the site that balances the need for higher density development and the existing character and context of the surrounding land, including the lower scale residential density to the south and Royal Park to the east.

The amendment positively addresses environmental effects by:

- Providing an assessment of the arboricultural value of the trees on site and within the public Manningham Street road reserve (undertaken by Tree Logic, August 2015);
- The proposed Development Plan Overlay – Schedule 12 appropriately includes requirements or development plan components for (inter alia):
  - An arboricultural assessment;
  - Nomination of trees for retention and relevant Tree Protection Zones shown on the Indicative Framework Plan informed by the arboricultural assessment undertaken by Tree Logic;
  - An indicative landscape concept;
  - A detailed Construction Management Plan in accordance with Melbourne City Council – Construction Management Guidelines that considers (inter alia); storm water and sediment control; waste and materials reuse; and air and dust management; and
  - Shadow diagrams of the proposed building envelopes demonstrating no overshadowing of Royal Park between 11am and 2pm on 22 September as well as solar access to primary communal open space areas on the site and secluded private open on adjoining sites to the south at key times.

The amendment positively addresses social and economic effects by:

- Contributing to housing diversity and affordability in an established area of inner Melbourne by providing for a development plan that can facilitate a range of residential dwellings, including medium to higher density housing;
- Proposing to provide a greater level of housing with good access to various services, facilities, recreation, public transport and employment opportunities;
- Make more efficient use of land currently owned by government that can help facilitate Plan Melbourne outcomes and deliver social, economic and environmental benefits; and
- Directly support the creation of construction jobs and associated multiplier jobs in the wider economy

Further, the amendment will allow future housing in proximity to various services, facilities, employment opportunities and to existing state and local infrastructure, thereby improving access and equity to services.

### 1.1.3 Does the amendment address relevant bushfire risk?

The subject site is within an existing urban area and is not affected by a Bushfire Management Overlay. Notwithstanding this, any bushfire mitigation measures would come into effect during the building permit application stage.

### 1.1.4 Does the Amendment comply with the requirements of any Minister's Direction applicable to the amendment?

The amendment is consistent with the Ministerial Direction on the Form and Content of Planning Schemes under Section 7(5) of the *Planning and Environment Act 1987* and meets the requirements of relevant Ministerial Directions issued under Section 12(2)(a) of the Act as follows:

#### Ministerial Direction No. 9 – Metropolitan Strategy

What aspects, if any, of the Metropolitan Planning Strategy are relevant?

- Plan Melbourne provides strong support for infill development, defined as “unused or underutilised land in existing urban areas... offering the possibility of better utilising existing infrastructure to accommodate population growth”.
- Plan Melbourne ‘Outcome 1 – Melbourne provides housing choice in locations close to jobs and services’ is supported by this amendment, with the site included in the Inner-Metro Subregion of Melbourne.

How does the Metropolitan Planning Strategy affect the amendment?

- Plan Melbourne affects the amendment by providing State-level support for the type of infill development which would be enabled by the proposed rezoning.

Is the amendment consistent with any directions and policies in the Metropolitan Planning Strategy?

- The amendment is consistent with ‘Direction 2.1 – Manage the supply of new housing in the right locations to meet population growth and create a sustainable city’ which through Policy 2.1.2 seeks to ‘facilitate an increased percentage of new housing in established areas to create a city of 20-minute neighbourhoods close to existing services, jobs and public transport’.
- The amendment is consistent with ‘Direction 2.2 – Deliver more housing closer to jobs and public transport’ that seeks to “locate medium and higher density development near services, jobs and public transport [that] supports the objectives of consolidation and housing choice’.
- The amendment is consistent with ‘Direction 2.3 – Increase the supply of social and affordable housing’ which through Policy 2.3.1 seeks to utilise government land to deliver additional social and affordable housing through identifying surplus government land suitable for housing.

Does the Amendment support, give effect to or assist the implementation of the Metropolitan Planning Strategy or can it be reasonably modified to do so?

- The amendment responds positively to Directions 2.1, 2.2, and 2.3 by increasing the provision of well-serviced residential land and optimising affordability through supply.

Will the Amendment compromise the implementation of the Metropolitan Planning Strategy?

- No. The amendment is consistent with Plan Melbourne.

The explanatory report has evaluated and discussed the relevant strategic considerations as outlined in Direction No. 11 Strategic Assessment of Amendments.

The amendment has had regard to and is consistent with Planning Practice Note 46 – Strategic Assessment Guidelines (May 2017).

### 1.1.5 How does the Amendment support or implement the State Planning Policy Framework and any adopted State policy?

The amendment upholds the principles and objectives of the State Planning Policy Framework.

In particular, the amendment implements key policy directions of the SPPF by:

- Considering and applying the strategy *Plan Melbourne 2017-2050: Metropolitan Planning Strategy*.
- Supporting greater housing diversity, offering better access to services and employment opportunities.
- Facilitating increased supply, density and a range of dwelling types in an inner-city location in proximity to various services, facilities, recreation and public transport options.
- Facilitating future development within an existing urban area as opposed to the metropolitan fringe.
- Increasing land use efficiency.
- Facilitating the supply of land to optimise affordability of housing.
- Contributing towards meeting the community's future housing needs.
- Reducing the cost of living by increasing housing supply near services and transport options.
- Enabling future residential development that can contribute to community and cultural life by improving safety, diversity and choice, the quality of living environments, accessibility and inclusiveness, and environmental sustainability.
- Integrating planning for cycling with land use and development planning and encouraging alternative modes of travel and connection to the existing walking and cycling networks.

#### 1.1.6 How does the Amendment support or implement the Local Planning Policy Framework, and specifically the Municipal Strategic Statement?

The amendment upholds the objectives and strategies of the Local Planning Policy Framework.

In particular, the amendment implements the following key policy directions of the LPPF by:

- Proposing the Development Plan Overlay (Schedule 12) across the site and the preparation of a Development Plan which is consistent with the *Melbourne Planning Scheme*, in conjunction with rezoning to the Residential Growth Zone (Schedule 1) that encourages development of the land for medium-high density residential development in West Parkville that:
  - Has appropriate regard to close range views from Royal Park and towards the site from the Tullamarine Freeway;
  - Will promote a built form outcome that is responsive to the specific site conditions, including lower scale built form and setbacks to the south consistent with the B17 Standard of Clause 55 of the *Melbourne Planning Scheme* (taking the line from the far side of McIntyre Lane where appropriate);
  - Demonstrates no overshadowing of Royal Park between 11am and 2pm on 22 September consistent with the policy objectives set out at Clause 22.02 of the *Melbourne Planning Scheme*;
  - Proposes building envelopes of a lower scale built form outcome on land affected by the Design and Development Overlay 66 to ensure that the site supports State significant hospitals and research uses, including the existing helicopter flight path for the Royal Children's Hospital.
- Contributing to future potential for housing diversity and well-designed housing stock in West Parkville.

#### 1.1.7 Does the Amendment make proper use of the Victoria Planning Provisions?

The amendment makes proper use of the VPPs by applying the Residential Growth Zone (Schedule 1) to allow for the use and development of a sustainable residential community. Further, the amendment proposes to apply the Development Plan Overlay (Schedule 12) to guide the site's future land use and development form outcomes. The amendment also proposes to amend the Schedule to Clause 61.01 to make the Minister for Planning the responsible authority for the site.

#### 1.1.8 How does the Amendment address the views of any relevant agency?

The proposed amendment has been discussed with the City of Melbourne. All relevant agencies will be notified of the proposed amendment as part of the exhibition process and will have an opportunity to make a formal submission.

#### 1.1.9 Does the Amendment address relevant requirements of the *Transport Integration Act 2010*?

The *Transport Integration Act 2010* establishes a framework for the provision of an integrated and sustainable transport system in Victoria. The Act provides for a system in which all transport activities and modes work together and recognises the interdependency of transport and land use.

The amendment complies with the relevant requirements of the *Transport Integration Act 2010*, specifically Part 2, Division 2, 11 (Integration of transport and land use).

The amendment will facilitate development which integrates with and promotes a sustainable transport system to better address transport accessibility, housing affordability and sustainable communities. This integration will ensure that the transport system is able to support the land use and development outcomes as foreshadowed by this amendment and similarly that the proposed land use patterns support the use of an integrated transport system.

The Traffic Impact Report prepared by Ratio Consultants (dated September 2017) demonstrates that anticipated traffic volumes as a consequence of the proposed amendment can be accommodated by the existing road network, without any mitigating works required.

**1.1.10 What impact will the new planning provisions have on the resource and administrative costs of the responsible authority?**

The consideration and implementation of the amendment and the future development and use is not anticipated to give rise to any unreasonable resource or administrative costs for the responsible authority. The proposed DPO will introduce a clear framework for the development of the site and articulate consistent and clear guidelines for the responsible authority, prospective purchasers, developers and the community. The exemption from notice and review requirements for future applications under the proposed DPO (Schedule 12) will result in cost efficiencies for the responsible authority.